UNITED
NATIONS

A

General Assembly

Distr.
LIMITED

A/C.2/47/L.21
5 November 1992

ORIGINAL: ENGLISH

Forty-seventh session
SECOND COMMITTEE
Agenda item 83

OPERATIONAL ACTIVITIES FOR DEVELOPMENT

Pakistan*: draft resolution

Triennial policy review of the operational activities of the United Nations development system

The General Assembly,

Reaffirming its resolution 44/211 of 22 December 1989,

Concerned that the full and coordinated implementation of that resolution has not been achieved by the United Nations system,

Reaffirming also the need to implement all the elements contained in the resolution in a coherent manner, keeping in mind their interlinkages,

Urging developed countries, in particular those countries whose overall performance is not commensurate with their capacity, taking into account established official development assistance targets, including targets established at the Second United Nations Conference on the Least Developed Countries and present levels of contribution, to substantially increase their official development assistance, including contributions to the operational activities of the United Nations system,

Stressing that national plans and priorities constitute the only viable frame of reference for the national programming of operational activities for development of the United Nations system,

---

* On behalf of the States Members of the United Nations that are members of the Group of 77.

Stressing further that the fundamental characteristic of the operational activities of the United Nations system should be, inter alia, their universal, voluntary and grant nature, neutrality and multilateralism, and the ability to respond to the needs of the developing countries in a flexible manner, and that the operational activities of the United Nations system are carried out for the benefit of the developing countries, at the request of those countries and in accordance with their own policies and priorities for development,

Reaffirming further that the United Nations development system has a critical and unique role to play in enabling developing countries to take a lead role in the management of their own development process,

Stressing also that in order to achieve the above objective, processes and procedures of the United Nations system should be streamlined and rationalized, especially in the interrelated areas of programming, execution, decentralization, monitoring and evaluation, thus making the United Nations system more relevant and responsive to the national plans, priorities and objectives of developing countries, and more efficient in its delivery systems,

1. Takes note of the note by the Secretary General on the triennial comprehensive policy review of operational activities of the United Nations system; 1/

2. Stresses the need for a substantial increase in resources for operational activities for development on a predictable, continuous and assured basis, commensurate with the increasing needs of developing countries;

3. Decides that, in the context of the administrative reform of the United Nations Secretariat and the restructuring and revitalization intergovernmental process, the mandates of the separate sectoral and specialized entities, funds, programmes and specialized agencies should not be affected;

National execution

4. Takes note of decision 92/22 of 26 May 1992 of the Governing Council of the United Nations Development Programme, in particular the definition of the programme/project execution and implementation concepts; 2/

5. Requests the Economic and Social Council to assess the guidelines formulated by the Administrative Committee on Coordination and the United

---

1/ A/47/419 and Add.1-3.

2/ See Official Records of the Economic and Social Council, 1992, Supplement No. 8 (E/1992/28), annex I.

Nations Development Programme, on national execution and to evaluate whether effective and coordinated actions are taken on the matter by the United Nations development system;

6. Reiterates that national execution should be the norm for programmes and projects funded by the United Nations system, taking into account the needs and capacities of developing countries;

7. Recognizes the important role of the specialized agencies of the United Nations system in facilitating the necessary technical and substantive expertise for United Nations-funded programmes and projects;

8. Stresses the urgent need for the United Nations system to give priority to assisting developing countries in building the necessary capacity to undertake national execution, including the funding and provision of support services, as required, at the field level;

Programme approach

9. Takes note of decision 92/23 of 26 May 1992 of the Governing Council of the United Nations Development Programme; 2/

10. Requests the Economic and Social Council to assess the guidelines formulated by the Administrative Committee on Coordination and the United Nations Development Programme on programme approach and to evaluate whether effective and coordinated actions are taken on this matter by the United Nations development system;

11. Emphasizes that the recipient Government has the primary responsibility for coordinating, on the basis of national strategies and priorities, all types of external assistance, including that provided by multilateral organizations, in order to effectively integrate the assistance into its development process;

12. Reaffirms that the multisectoral, sectoral or subsectoral strategies prepared by the developing countries, on the basis of priorities identified by them, should provide the programme framework for all external assistance, in a coherent and coordinated manner;

13. Reaffirms that the funding organizations of the United Nations system - the United Nations Development Programme, the United Nations Children's Fund, the United Nations Population Fund, the World Food Programme and the International Fund for Agricultural Development - funds administered by the United Nations Development Programme and trust funds of specialized agencies should harmonize their cycles to become consistent with national budget cycles, plans and strategies;

14. Stresses that in order to ensure the effective integration of assistance provided by the United Nations system in the development process of countries, with enhanced accountability, and to facilitate the assessment and

evaluation of the impact and sustainability of that assistance, the following framework is necessary:

(a) A country strategy note, as an overall national programme framework of United Nations assistance for operational activities for development, should be prepared by interested recipient Governments in accordance with their development plans and priorities, with the assistance of the United Nations system, if requested by the recipient Governments;

(b) The specific activities of each funding agency, within the broad framework of the country strategy note, should be outlined in a specific country programme prepared by the recipient Government with the assistance of the funding agencies;

(c) The country strategy note should be transmitted to the governing body of each funding agency as a reference in order to provide the national programme framework within which the specific country programme should be considered;

15. Decides that assistance should be based on an agreed division of responsibility among the funding agencies, under the coordination of the Government, in order to integrate their response into the development needs of recipient countries;

Decentralization

16. Decides that programme development and component approval should be further decentralized to the field offices, providing them with the necessary technical and substantive expertise, and in this context, all funding agency representatives should have equal and uniform decentralized authority for programme development, cancelling, modifying and adding activities within the agreed overall strategy goals, as well as shifting resources within the budget lines of individual components and among the components of a strategy without constant referral to headquarters and with the approval of national authorities;

17. Stresses that procurement of expertise and equipment and placing of fellowships should be decentralized to the country level to avoid delays and reflect national needs, with due regard to the principles of international competitive bidding while acknowledging the commitment to increase procurement from developing countries substantially and the need for effective accountability mechanisms;

18. Stresses further that the United Nations system should use, to the fullest extent possible, available national expertise and indigenous technologies;

Resident Coordinator

19. Stresses that the strengthened function of the Resident Coordinator is necessary to assist the Government in mobilizing technical expertise both from inside and outside the United Nations system in order to respond to national needs and priorities in the most cost-effective manner;

20. Stresses further that in order to achieve the above objective, the background of the Resident Coordinators should include, inter alia, experience to enable him/her to perceive how individual components and strategies can be integrated into the overall development process of the country;

21. Emphasizes that an effectively functioning resident coordinator system will be dependent on a number of factors, including the following:

(a) Additional bureaucratic layers should be avoided;

(b) Matters relating to development, and where appropriate, humanitarian assistance should be dealt with;

(c) The United Nations system at the country level should be structured and composed in such a way that it corresponds to ongoing and projected cooperation programmes rather than to the institutional structure of the United Nations;

(d) The separate identities and representation of funds and programmes should be maintained in accordance with their mandates as laid down by their governing bodies;

(e) Appropriate field structures, as decided by the recipient Government, should be established;

Reporting, auditing and evaluation

22. Stresses that all formats, rules and procedures and periodicity of reports should be simplified and harmonized to promote national capacity-building, to assist the Government to integrate external assistance from different sources into its development process;

23. Stresses further that common formats, rules and procedures are critical to meet the requirements of the shift to a programme approach;

24. Decides that financial and programme auditing capacity and accounting systems of recipient Governments should be strengthened, with assistance from the United Nations system, as requested by Governments;

25. Decides further that formats designed for programme and component development, monitoring and evaluation should take into account interrelated and cross-sectoral linkages between individual strategies and between the individual components of a strategy;

26. Decides that the operationalization of the programme approach requires that budgeting and related rules, procedures, processes and formats should be redefined to become output-, impact- or performance-oriented rather than input- or supply-oriented; evaluation and monitoring systems should be reoriented accordingly, while also strengthening the use of evaluation and monitoring findings, thereby creating a feedback system; in this context, calls upon the funding organizations of the United Nations system to develop new methodologies in the above areas and to submit proposals to the Economic and Social Council at its substantive session of 1993;

Training

27. Emphasizes the necessity of developing common system-wide training programmes for the staff of United Nations system field offices, as well as government officials at the country level, to facilitate the shift from the project-by-project to the programme approach and to promote innovative execution modalities. These training programmes should be held on a continuous basis as an integral function of the United Nations system field office structure and should aim to develop national capacities, especially in the areas of programme accountability and financial audit, evaluation and monitoring. Training should also take into account the use of regional cooperation arrangements;

28. Requests the Economic and Social Council, through the Commission on Science and Technology for Development at its session in 1993, to consider the contribution of the operational activities of the United Nations system to the enhancement of the national capacities of developing countries in the field of science and technology, and to make appropriate recommendations thereon, bearing in mind the note by the Secretary-General on the comprehensive policy review of operational activities of the United Nations system; 3/

29. Requests the Governing Council of the United Nations Development Programme to closely monitor and review in 1993 the implementation of the successor support cost arrangements, with particular regard to the provisions of paragraph 25 of resolution 44/211, taking account of related discussions and reviews of agencies and other concerned organizations, including inter-agency forums such as the Consultative Committee on Substantive Questions (Operational activities);

30. Requests the Secretary-General to submit to the General Assembly at its fiftieth session, in the context of the triennial policy review, a comprehensive analysis of the implementation of the present resolution and to make appropriate recommendations;

3/ A/47/419/Add.1.

31. Requests the Economic and Social Council at its substantive session of 1993, to follow up the full implementation of the present resolution.